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ABSTRACT

This document begins with a summary of the state and federal educational issues of access, finance, workforce and economic development, welfare reform, and administration. The legislative program follows, with further discussion on these issues. The district intends to increase access to education by providing more financial aid, eliminating physical barriers, and strengthening transfer and articulation processes. It also intends to increase funding for educational and technical improvements and support workforce training for both employees and welfare recipients. Local administration should also become more flexible and streamlined. On the federal level, the district plans to provide more grants than loans for financial aid, support loan programs and encourage charitable contributions, and maintain funding for workforce training programs. It also intends to support funding for welfare recipient education and minimize local administrative burdens. (YKH)

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ED 418 746

GROSSMONT-CUYAMACA
COMMUNITY COLLEGE DISTRICT

1997-98
LEGISLATIVE PROGRAM

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The 1997-98 Legislative Program

has been developed in consultation

with the

Academic Senate - Cuyamaca College

Academic Senate - Grossmont College

Associated Students - Cuyamaca College

Associated Students - Grossmont College

California School Employees Association -- Chapter #707

Classified Senate

GCCCD Administrators Association

District & College Administration

United Faculty

Adopted by the

Grossmont-Cuyamaca Community College District Governing Board

August 5, 1997

California community college students are the most diverse of all postsecondary students. They are older, have lower family incomes, are predominantly part-time, and more likely to be independent of their parents for financial support than CSU or UC students.

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GROSSMONT-CUYAMACA COMMUNITY COLLEGE DISTRICT

8800 GROSSMONT COLLEGE DRIVE, EL CAJON, CALIFORNIA 92020-1799 619-697-9090 FAX 619-461-1391

August 1997

Dear Friend:

Throughout California, community colleges, including the Grossmont-Cuyamaca Community College District, offer the highest quality education at the lowest cost per student. Transfer, vocational education and community programs provide the path to a productive future for our students. For many, community colleges are the only avenue to securing the skills necessary for employment, for retraining and for improving skills which enable one to deal with an increasingly complex society.

Our programs provide the critical connection between the skills of today and the needs of tomorrow. Increasing involvement with industry sectors is reflected in the wide variety of programs developed in recent years to meet changing needs in such fields as bio-technology, hazardous waste management, multi-media and occupational therapy.

The District's Legislative Program addresses five key issue areas: access, finance, workforce and economic development, welfare reform and administrative issues. Adoption of legislation consistent with these policy positions will be productive for students and the community at large.

We urge your review and consideration of this document and thank you for your interest in community college education.

The Grossmont-Cuyamaca Community College District

GROSSMONT-CUYAMACA

COMMUNITY COLLEGE DISTRICT

1997-98
LEGISLATIVE PROGRAM

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GROSSMONT-CUYAMACA COMMUNITY COLLEGE DISTRICT

1997-98 LEGISLATIVE PROGRAM

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GROSSMONT-CUYAMACA COMMUNITY COLLEGE DISTRICT

1997-98 LEGISLATIVE PROGRAM

SUMMARY

STATE ISSUES

Policy Positions with respect to Access:

1. Oppose significant increase of enrollment fees which would severely, and negatively, impact student enrollment.
2. Strengthen transfer and articulation processes and seek more effective transfer guarantees to UC and CSU.
3. Support an increase in grants, not loans, particularly for first year students.
4. Support legislation which would link financial aid caps to the Consumer Price Index and reflect an increase in the number of students.
5. Oppose overly restrictive provisions for waiving student fees.
6. Support local administration of financial aid, including direct lending.
7. Support removal of physical barriers to community college campuses.
8. Support increased funding and expanded eligibility for CAL Grants for community college students.

Policy Positions with respect to Budget and Fiscal Issues

1. Advocate for restoration and retention of the statutory division of Proposition 98 funds (10.98 percent for community colleges).
2. Support reimbursement for waiver of student health fees for low income students.
3. Support the backfilling of any remaining property tax shortfall and legislation which would require this.
4. Advocate for equalization funding.

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5. Support State bond measures which allocate significant and equitable funds to community colleges and include funding for Americans with Disabilities Act projects.

6. Support increased funding for instructional equipment and associated servicing, training, and maintenance.

7. Support State funding for technological improvements.

Policy Positions with respect to Workforce and Economic Development:

1. Support initiatives which recognize community colleges as the state's primary delivery system for workforce training and retraining directed to adult learners and employers.

2. Support workforce training program designs that include support services and measure job placement and wage increases over three years or more.

3. Support proposals, including financial incentives, to encourage the use of industry equipment by community college students for training purposes.

4. Support favorable tax treatment of gifts of appreciated property and other charitable contributions.

5. Support funding for community colleges to provide direct services to employers.

Policy Positions with respect to Welfare Reform:

1. Advocate for inclusion of community colleges as a primary partner in the planning process for implementing welfare reform at the State and local levels.

2. Support investment in programs that are long enough to provide a level of training sufficient to support long-term workforce success, including success of students in a global economy and meeting employers' human resources needs.

3. Support a definition of work study as an activity that meets work verification goals.

4. Oppose overly restrictive provisions within welfare reform which impact the ability of welfare recipients to obtain employment and training which would have long-term benefits and enable self support.

Policy Positions with respect to Administrative Issues:

1. Support greater flexibility at local level including new procedures which allow focus on outcomes not process.

2. Seek reduction of state mandates in order to facilitate more local determination and as a means of reducing duplication. If new mandates are imposed, they must be accompanied by appropriate funding.

3. Support accountability standards that are quantifiable, educationally sound, reduce duplication and include a context of long-term wage gain and occupational advancement.

4. Ensure that institutional default rates are measured accurately by the California Student Aid Commission and the federal government.

5. Support measures to streamline the community college facility planning and approval process.

6. Support administrative reform of Workers Compensation to reduce administrative costs and enhance service delivery.

7. Delete Field Act requirements for community colleges and replace them with the earthquake safety standards required of the UC and CSU systems.

8. Support legislation allowing local preference in the competitive bid process.

FEDERAL ISSUES

ACCESS

The Grossmont-Cuyamaca Community College District will:

1. Support reauthorization of the Higher Education Act which will protect Pell Grant eligibility for low income students, those in vocational programs and those in need of remediation.

2. Support full funding of the Pell Grant program as currently structured.

3. Support an increase in grants, not loans, for first year students.

4. Support pilot projects to allow borrowers to earn loan forgiveness through community service work.

FINANCE

The Grossmont-Cuyamaca Community College District will:

1. Support retention of both the guaranteed-loan program and the direct loan program without caps.

2. Support financial incentives, including favorable tax treatment, which would encourage gifts of appreciated property and other charitable contributions and the use of industry equipment by community college students for training purposes.

WORKFORCE ISSUES

The Grossmont-Cuyamaca Community College District will:

1. Support legislation which would amend the FLSA to allow community colleges to employ full-time classified staff in part-time teaching positions with payment at the part-time teaching rate.

2. Seek maintenance of funding for workforce training programs through full funding of the Carl D. Perkins Act authorization, especially the Tech Prep Program.

3. Seek substantive involvement of California community colleges in major federal employment, training, and welfare initiatives with representation and authority on State and local boards.

4. Advocate for inclusion of California community colleges in the creation of voluntary industry education standards, work-based learning and apprenticeship programs and workforce development councils.

5. Support funding to enable assessment of job sites for accessibility for the disabled.

WELFARE REFORM

The Grossmont-Cuyamaca Community College District will:

1. Support funding specifically targeted to education/training for welfare recipients.

2. Support definition of work study as a defined work activity meeting work verification goals.

ADMINISTRATIVE ISSUES

The Grossmont-Cuyamaca Community College District will:

1. Support technical amendments to the 1992 Higher Education Act which would minimize local administrative burdens.

2. Seek a reduction in total number of federal mandates. If new mandates are imposed, they must be accompanied by appropriate funding.

3. Support initiatives to ensure that institutional default rates are measured accurately by the California Student Aid Commission and the federal government and do not unfairly penalize community colleges with low loan volume.

LEGISLATIVE PROGRAM 1997-98

The Grossmont-Cuyamaca Community College District legislative program provides guidance for the development of, and response to, state and federal legislation. The program continues core positions adopted since 1993 and suggests additional positions based on new and emerging community college issues.

The improvement in funding for community college education coupled with an increased legislative emphasis on economic development and accountability demand creativity and openness to new approaches. At the same time it must be understood that a sound academic grounding will underlie, not only transfer and associate degree programs, but workforce training and retraining. Substantive communications skills, written, verbal or technological, will be needed to survive in an increasingly complex world.

The District's policy statements address five key areas in need of legislative attention:

Access
Finance
Workforce and Economic Development
Welfare Reform
Administrative Issues

STATE ISSUES

ACCESS

As long as community colleges are affordable to students from all segments of society, they are the gateway to equity. State budget proposals must ensure affordability and access.

Background

While the University of California and the California State University systems are to serve the top 12 1/2 percent and 33 1/3 percent, respectively, California's community colleges serve the top 100%, the most diverse of all postsecondary students. They are older, have lower family incomes, are predominantly part-time, and more likely to be independent of their parents for financial support than CSU or UC students. Community colleges have fewer students from middle income families and more women, minorities and disabled students than any other segment of higher education. The lowest income students often access community colleges through training programs.

Faculty and staff interact with students in a wide variety of learning environments—from Internet to one-on-one, from large and small classes in lecture and laboratory settings to telecourses and more.

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Full-time, dependent community college students with the very lowest incomes (less than $12,000) cover 54 percent of their education costs from their own savings and earnings.

Districtwide, 2,710 students received federal Pell grants in 1995-96 with grant awards totalling almost $4 million. Increased requests are already evident. Approximately 74 percent of those who actually apply for financial aid in our District do not receive aid due to the lack of available funds. Over 1,500 students were eligible for the Federal Work Study program in 1995-96, but were not awarded Work Study due to lack of funds.

In addition to the lack of sufficient financial aid, the shift in recent years from grants to loans is regrettable and encourages the acquisition of substantial debt by low income students.

Policy Positions with respect to access:

1. Oppose significant increase of enrollment fees which would severely, and negatively, impact student enrollment.

2. Strengthen transfer and articulation processes and seek more effective transfer guarantees to UC and CSU.

3. Support an increase in grants, not loans, particularly for first year students.

4. Support legislation which would link financial aid caps to the Consumer Price Index and reflect an increase in the number of students.

5. Oppose overly restrictive provisions for waiving student fees.

6. Support local administration of financial aid, including direct lending.

7. Support removal of physical barriers to community college campuses.

8. Support increased funding and expanded eligibility for CAL Grants for community college students.

FINANCE

Funding for community colleges decreased in the early 1990s while the needs of students and the community at large were increasing. This resulted in reduced access, fewer programs and deteriorating facilities. Improved state funding must balance the accumulation of deferred needs, expanding demands for programs and services and fiscal stabilization.

Background

The low-cost higher education for all eligible citizens that was envisioned in the "Master Plan" is no longer a fact of life. Tidal Wave II, the high enrollment demand which will put community colleges at service to over two million students by 2005, (an increase of 350,000) will impact all aspects of the campus community. It is assumed that California's Community Colleges will continue to be the primary access route to higher education for most Californians, a route that includes transfer, career education and basic skills.

Community colleges provide quality post-secondary education at low cost. Consider the following State funding per full-time student:

University of California	$14,362
Calif. State University	9,665
Calif. Community College	3,759
Kindergarten-12	5,151

Or compare with other taxpayer investments:

One year in State Prison	$20,721
One year at Community College	3,759

There is a need for a stable, predictable funding base consistent with the mission of California's community colleges. Progress toward this goal can occur if there is adherence to the Proposition 98 funding split as established in its implementing statute (89 percent for K-12; 11 percent for community colleges) and property tax backfilling in case of shortfalls.

The Property Tax Issue

From 1991-1995, community colleges failed to receive budgeted State funding of over $200 million due to shortfalls in property tax revenue based largely on overly optimistic projections by the State Department of Finance. Post shortfall budgets, legislation and an improved economy have restored much, but not all, of this shortfall.

Cities, counties and other special purpose governments receive their property taxes directly and allocate them. K-12 education is subject to State estimates the same as community colleges. If the State has underestimated property tax revenue, it "backfills" K-12 so there is no shortfall. There is no provision for "backfilling" community college property tax shortfalls.

To cope with the lack of reliability, despite state budget approvals, college districts place funds in contingency reserves that would otherwise be available for programs and services. Community college districts need either a guarantee of property tax revenue as is done for K-12 districts or an adjustment in the State's tax revenue projection methodology.

Capital Outlay Funding

State funds continue to be the major source of financing for community college facilities. Historically, the State obtains these funds through bond measures placed on the statewide ballot by the legislature in even numbered years. Bond funds are traditionally allocated to all three higher education segments in equal one-third portions, although community colleges serve more students and have more campuses. Over $140 million remains needed for Americans with Disability Act (ADA) projects just to meet federal basic compliance requirements.

Student Outcomes

Legislative interest in accountability in all segments of higher education has led to a contract with UC and CSU connecting funding to measurements. Interest in changing from process funding to outcomes funding must recognize the time it takes for outcomes to be reflected. Wage measurements of less than three years, for example, are not appropriate for a real look at long-term impact.

Equalization

Community colleges are partially funded on a formula basis called program based funding. Equalization funding is intended to help insure a similar level of programs and services to students throughout California. Grossmont-Cuyamaca, Southwestern, and Antelope Valley are the lowest funded community college districts in the state and the most in need of equalization assistance.

Policy positions with respect to budget and fiscal issues

1. Advocate for restoration and retention of the statutory division of Proposition 98 funds (10.98 percent for community colleges).

2. Support reimbursement for waiver of student health fees for low income students.

3. Support the backfilling of any remaining property tax shortfall and legislation which would require this.

4. Advocate for equalization funding.

5. Support State bond measures which allocate significant and <u>equitable</u> funds to community colleges and include funding for Americans with Disabilities Act projects.

6. Support increased funding for instructional equipment and associated servicing, training, and maintenance.

7. Support State funding for technological improvements.

WORKFORCE AND ECONOMIC DEVELOPMENT

Funds used for community college education are an investment in the economic growth of California. Community colleges will help the State regain its status as a leader in the emerging global economy by providing a trained and retrained workforce and by reaching out to directly support the training and educational needs of business and industry.

Background

In 1996, the community college/economic development relationship was put into statute with the addition of "economic growth and global competitiveness through education, training, and services" to the primary mission of California's Community Colleges.

More than one million Californians enroll in community college vocational education classes each year. Local employees participate in short-term vocational classes, customized job training, and continuing education programs. The proven cost-effective producer of current training is the community college system.

Community colleges serve as the front door of opportunity for higher wage jobs and economic self-sufficiency for thousands who enter through pre-college work such as GED, English-as-a-Second Language (ESL) and remedial education programs.

ESL enrollment at Cuyamaca College has quadrupled in the last two years. The success of the New Horizons and CARE programs at Grossmont and Cuyamaca reflect the importance of support services such as child care and work study.

Policy positions with respect to workforce and economic development:

1. Support initiatives which recognize community colleges as the state's primary delivery system for workforce training and retraining directed to adult learners and employers.

2. Support workforce training program designs that include support services and measure job placement and wage increases over three years or more.

3. Support proposals, including financial incentives, to encourage the use of industry equipment by community college students for training purposes.

4. Support favorable tax treatment of gifts of appreciated property and other charitable contributions.

5. Support funding for community colleges to provide direct services to employers.

WELFARE REFORM

Of the over 139,000 welfare recipients attending California's community colleges, about 70,000 are enrolled in vocational programs and thousands of others in basic education and GED preparation. Over 2,000 welfare recipients are students at Grossmont or Cuyamaca College. Generally, welfare recipients are slightly older than the general college population. In the fall of 1996, 57% were between ages 25 and 49. Many enroll in basic skills classes.

The educational challenge for community colleges is to assist welfare recipients in achieving the education and training they need to move to economic self sufficiency in an environment of changing workplace demands and opportunities. Experience has demonstrated that support systems, including child care and work study, maximize educational progress.

The 1996 federal welfare reform law limits recipients to one year of technical training, including remediation such as basic skills and English-as-a-Second-language. This is unrealistic given the educational handicaps of those with very limited basic skills who often also have job and family responsibilities. It is also short sighted. The difference in earning power between a high school graduate and holder of an AA degree is $250,000 over a lifetime.

For community colleges, involvement with welfare-to-work activities may involve one or more of the following:

- Expansion of community college work-related activities such as work-study programs, cooperative work experience and internships and support services such as child care.
- Expansion of basic education and ESL.
- Education and training for welfare recipients in the workforce to help upgrade their skills and enhance opportunities.
- Job development and placement activities for welfare recipients.

Policy positions with respect to welfare reform:

1. Advocate for inclusion of community colleges as a primary partner in the planning process for implementing welfare reform at the State and local levels.
2. Support investment in programs that are long enough to provide a level of training sufficient to support long-term workforce success, including success of students in a global economy and meeting employers' human resources needs.
3. Support a definition of work study as an activity that meets work verification goals.
4. Oppose overly restrictive provisions within welfare reform which impact the ability of welfare recipients to obtain employment and training which would have long-term benefits and enable self support.

ADMINISTRATIVE ISSUES

State-imposed regulations which are nonproductive, duplicative or unnecessarily costly divert our attention from educational outcomes and focus us instead on wasteful processes. Increased interest in workforce development, welfare reform and performance-based accountability is generating attention to measures of effectiveness.

Background

Government at all levels is looking to streamline, increase cost-effectiveness and ensure productivity. Community colleges have asked for increased flexibility which can recognize the advantages of consistency while allowing for experimentation and streamlining. Measurement of successful workplace preparation, wages earned, and responsiveness to labor market needs will need to be sensitive to short and long-term assessment such as wage gains over time and occupational advancement. Measurement will also need to consider the complex lives of community college students whose college careers often consist of "stopping in" and "stopping out" in order to save money to afford further education or to deal with family issues.

Policy Positions with respect to administrative issues:

1. Support greater flexibility at local level including new procedures which allow focus on outcomes not process.

2. Seek reduction of state mandates in order to facilitate more local determination and as a means of reducing duplication. If new mandates are imposed, they must be accompanied by appropriate funding.

3. Support accountability standards that are quantifiable, educationally sound, reduce duplication and include a context of long-term wage gain and occupational advancement.

4. Ensure that institutional default rates are measured accurately by the California Student Aid Commission and the federal government.

5. Support measures to streamline the community college facility planning and approval process.

6. Support administrative reform of Workers' Compensation to reduce administrative costs and enhance service delivery.

7. Delete Field Act requirements for community colleges and replace them with the earthquake safety standards required of the UC and CSU systems.

8. Support legislation allowing local preference in the competitive bid process.

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FEDERAL ISSUES

The 1997-98 legislative program at the federal level will include reauthorization of the Higher Education Act. This is now almost totally related to funding higher education student aid via both grants and loans. A federal commitment to education and training is a long-term investment in the country's human capital.

The Grossmont-Cuyamaca Community College District has positions addressing access to higher education, financing, workforce/economic development, welfare reform and administrative issues.

ACCESS

The Pell Grant program provides more than three-fourths of all financial aid for community college students, yet the need still exceeds available aid. To assure citizen access to higher education, the Clinton Administration has proposed a tax deduction of up to $10,000 and a tax credit of up to $1,500 to help families pay for college. Estimates of the cost of these "Hope Scholarships" are $40 billion or more over a six-year period.

The Grossmont-Cuyamaca Community College District will:

1. Support reauthorization of the Higher Education Act which will protect Pell Grant eligibility for low income students, those in vocational programs and those in need of remediation.

2. Support full funding of the Pell Grant program as currently structured.

3. Support an increase in grants, not loans, for first year students.

4. Support pilot projects to allow borrowers to earn loan forgiveness through community service work.

FINANCE

Experimentation with direct lending, which allows borrowers to make repayments to the IRS based on income, has proven cost-effective. The program should be retained and expanded to allow institutional choice between the loan programs.

The Grossmont-Cuyamaca Community College District will:

1. Support retention of both the guaranteed loan program and the direct loan program without caps.

2. Support financial incentives, including favorable tax treatment, which would encourage gifts of appreciated property and other charitable contributions and the use of industry equipment by community college students for training purposes.

WORKFORCE ISSUES

The U.S. Department of Labor's interpretation of the Fair Labor Standards Act (FLSA) requires community colleges to pay classified staff overtime at a blended salary rate if they teach a class beyond their usual job responsibilities. This results in classified staff earning more than full-time faculty or community members for equivalent work. It also inhibits local districts from hiring their own classified staff for part-time teaching positions.

The Grossmont-Cuyamaca Community College District will:

1. Support legislation which would amend the FLSA to allow community colleges to employ full-time classified staff in part-time teaching positions with payment at the part-time teaching rate.

2. Seek maintenance of funding for workforce training programs through full funding of the Carl D. Perkins Act authorization, especially the Tech Prep Program.

3. Seek substantive involvement of California community colleges in major federal employment, training, and welfare initiatives with representation and authority on State and local boards.

4. Advocate for inclusion of California community colleges in the creation of voluntary industry education standards, work-based learning and apprenticeship programs and workforce development councils.

5. Support funding to enable assessment of job sites for accessibility for the disabled.

WELFARE REFORM

The educational challenge for community colleges is to assist welfare recipients in achieving the education and training they need to move them to economic self-sufficiency in an environment of changing workplace demands and opportunities. Experience has proven that support structures, including child care and work study, maximize educational progress.

The Grossmont-Cuyamaca Community College District will:

1. Support funding specifically targeted to education/training for welfare recipients.

2. Support definition of work study as a defined work activity meeting work verification goals.

ADMINISTRATIVE ISSUES

Federal measures have been implemented to stop abuse of programs by institutions that are heavily reliant on them for their operating revenues. In California, federal Title IV funds, for example, constitute less than one-half of one percent of our institutional revenues, yet

community colleges are among the most heavily scrutinized. In addition, Federal student loan policies determine eligibility, but hold institutions responsible for student repayment behavior.

The Grossmont-Cuyamaca Community College District will:

1. Support technical amendments to the 1992 Higher Education Act which would minimize local administrative burdens.

2. Seek a reduction in total number of federal mandates. If new mandates are imposed, they must be accompanied by appropriate funding.

3. Support initiatives to ensure that institutional default rates are measured accurately by the California Student Aid Commission and the federal government and do not unfairly penalize community colleges with low loan volume.